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July 28, 2016

VIA CERTIFIED MAIL/RETURN RECEIPT REQUESTED AND EMAIL (drawls@fec.gov and jjordan@fec.gov)

Jeff S. Jordan, Asst. General Counsel
Federal Election Commission
Office of Complaints Examination and Legal Admin.
999 E. Street, NW
Washington, DC 20463
Atm: Donna Rawls, Paralegal

RE: MUR #7091

Dear Mr. Jordan:

The following Response is being filed on behalf of Frederick Carroll, Treasurer (Carroll) for the Charlie Crist for U.S. Senate (Campaign) in reference to MUR #7091. For reasons stated herein, Carroll and the Campaign respectfully request that this matter be dismissed and no action be taken against Mr. Carroll as Treasurer for Charlie Crist for U.S. Senate or the Campaign.

I. SUMMARY OF RESPONSE

Our client requests dismissal of this Complaint upon the following grounds.

- 1. There exists no allegation in the Complaint that Carroll or the Campaign violated the Federal Election Campaign Act (FECA) within the applicable five (5) year statute of limitations, pursuant to 28 USC § 2462.
- 2. There exists no reasonable belief that Carroll or the Campaign violated FECA as the allegations contained in the subject Complaint are speculative and directly refuted by competent, substantial, and verifiable documentary evidence.

II. FACTUAL BACKGROUND AND ARGUMENT

A. The Complaint Is Barred By The Applicable Statute Of Limitations

The Senate Leadership Fund (SLF/Complainant) sets forth two (2) alleged fundraising violations on the part of Carroll and the Campaign. In particular, on the last page of the Complaint, SLF states:

"... Charlie Crist and the campaign committees are also in violation

Jeff S. Jordan, Asst. General Counsel July 28, 2016 Page 2

of 52 USC § 30122, which prohibits a person from accepting the same of another person"...

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SLF makes no other allegations of wrongdoing on the part of Carroll or the Campaign.

As a threshold matter, SLF has not alleged Carroll or the Campaign violated said statutes within the applicable limitations period of five (5) years, pursuant to 28 USC § 2462. Pursuant to <u>FEC v. Williams</u>, 104 F.3d 237 (9th Cir. 1996), cert denied, 522 US 1015 (1997), and progeny, the general federal five [5] year statute of limitations, 28 USC § 2462, applies to FEC civil enforcement actions that seek the imposition of civil penalties.

In its Complaint, SLF names a number of individuals (alleged strawmen) it contends improperly donated money to the Campaign, via Ibrahim Al-Rashid. In particular, SLF contends a group of donors in Pennsylvania (linked to Al-Rashid's ex-wife, Morgan Budman) and Texas (linked to Al-Rashid's half-brother and housekeeper) served as strawmen for donations Mr. Al-Rashid made to the Campaign.

Exhibit B of SLF's Complaint is a spreadsheet of alleged strawmen donors. However, none of said donors made any contribution to the Charlie Crist Campaign after September 13, 2010. As result, in the event any of said donations were improper—which is not the case—any action taken by the FEC against our client regarding said donations would be time barred.

B. There Exists No Reason To Believe Carroll Or The Campaign Violated 52 USC § 30122 or 52 USC § 30116

There exists no competent, substantial, credible evidence in this case that Carroll or the Campaign violated FECA, and, in particular, the sections cited in the Complaint. In fact, the evidence presented herein conclusively establishes that Carroll and the Campaign did <u>not</u> violate FECA and fully followed FECA regarding campaign contributions to the Campaign.

SLF set forth no sworn affidavits from persons with knowledge of any particular campaign finance violation regarding Carroll or the Campaign. Moreover, SLF did not bring forth any documentary evidence, in the form of checks, receipts, or banking records, to indicate there were improper donations to the Campaign.

Instead, SLF focuses on alleged tenuous relationships between Patrick Murphy, Ibrahim Al-Rashid, Ibrahim Al-Rashid's ex-wife, and Charlie Crist to reach the speculative conclusion that "suspicious" donations were made to both campaigns. This form of inference stacking does not result in a reasonable belief of a FECA violation, per 52 USC § 30122 or 52 USC § 30116.

Simply put, SLF has not brought forth even a scintilla of competent, substantial, and credible evidence, that any group of donors in Pennsylvania and Texas, respectively, made improper

Jeff S. Jordan, Asst. General Counsel July 28, 2016 Page 3

to donations to the Campaign. In fact, the opposite is true 14. A fact in the contract of the

In direct rebuttal to these allegations, see attached, Exhibit A. Exhibit A. Contains a list of donors to the Crist Campaign that SLF contends were improper strawmen and copies of the checks Carroll and the Campaign received from each donor at issue.

. Ac Statement

An analysis of these checks indicates that the donors at issue contributed to the campaign, individually, and in amounts that did not exceed the contribution limits applicable in 2010, pursuant to 52 USC § 30116 (\$2,400 per election [primary + general]). Furthermore, the checks are dated and signed by each donor SLF alleged were strawmen donors.

Lastly, this evidence also conclusively establishes that Mr. Al-Rashid did not exceed contribution limits applicable in 2010, in his own right—as alleged in the Complaint:

III. CONCLUSION

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Any and all alleged violations of FECA in the subject Complaint as to Carroll and the Campaign are time barred. Additionally, SLF has not set forth competent and credible evidence that Carroll or the Campaign violated FECA, but instead relied upon tenuous circumstantial evidence and inference stacking to reach false conclusions. These speculative and false conclusions are directly contradicted by the evidence set forth herein.

For these reasons, Mr. Carroll and the Campaign respectfully request dismissal of the subject Complaint as there exists no reason to believe any violation of the Federal Election Campaign Act occurred, either on the part of Mr. Carroll, or the Campaign.

Respectfully submitted on behalf of Frederick Carroll, Treasurer and Charlie Crist for U.S. Senate Campaign,

KEVIN E. JAKAB, ESQ.

KBJ:llr Enclosure

Exhibit A

Contributor	Recipient	Date	Amount	Reported
Contributor	Vecibient	Date .	Amount	Occupation/Employer
Morgan Budman	Crist	March 18, 2010	\$4,800	
Ibrahim Al- Rashid	Crist	March 18, 2010	\$4,800	
Gene Earley	Crist	March 18, 2010	\$2,400	Personal Assistant, Limestone Prop. Mgmt. Co.
Bonnie Butler	Crist	March 18, 2010	\$2,400	Office Manager, Limestone Prop. Mgmt. Co.
Ellen Budman	Crist	May 7, 2010	\$4,800	Superintendent, Bristol Township School District
Lila Benjamin	Crist	May 7, 2010	\$3,000	Superintendent, Bristol Township School District
Aaron Orchinik	Crist	May 7, 2010	\$2,400	Commercial Insurance Broker, Brown & Brown
Barbara Earley	Crist	May 7, 2010	\$1,500	Dentist, Self-Employed
Steve Budman	Crist	June 21, 2010	\$2,400	Consultant, Croker Fire
Badillo, 4 Millerlandy	Crist	June 30, 2010	\$1,200	Owner, Limestone Property Management
Steve Budman	Crist	September 13, 2010	\$2,400	Consultant, Croker Fire - Safety
Evan Orchinik	Crist	September 13, 2010	\$600	Owner, Fitlife Gym
-Bonnie Butler	Crist	September 13, 2010	\$1,200	Office Manager, Limestone Prop. Mgmt. Co.
Morgan Budman	Murphy	March 7, 2011	\$5,000	
Ibrahim Al- Rashid	Murphy	March 7, 2011	\$5,000	
Badillo, Millerlandy	Murphy	March 8, 2011	\$300	Property Manager, Limestone Property Management
Aileen Orchinik	Murphy	March 8, 2011	\$500	Teacher, Pennsbury School District
Bruce Butler	Murphy	March 8, 2011	\$400	Owner, Butlers Custom Wallcovering
Bonnie Butler	Murphy	March 8, 2011	\$400	Office Manager, Limestone Property Mgmt. Co.
Gene Earley	Murphy	March 8, 2011	\$500	Administrative Manager, Gene Earley
Barbara Earley	Murphy	March 9, 2011	\$500	Dental Hygienist, Barbara Earley DDS
Evan Orchinik	Murphy	March 11, 2011	\$1,000	Owner, Fit For Life

Contributor	Recipient	Date	Amount
Morgan Budman	Murphy	March 7, 2011	\$5,000
Ibrahim Al-Rashid	Murphy	March 7, 2011	\$5,000
Aileen Orchinik	Murphy	March 8, 2011	\$500
Evan Orchinik	Murphy	March 11, 2011	\$1,000
Lila Benjamin	Murphy	March 11, 2011	\$1,500
Steve Budman	Murphy	March 11, 2011	\$2,500
Ellen Budman	Murphy	March 11, 2011	\$2,500
Ellen Budman	Murphy	March 19, 2011	\$2,500
Steve Budman	Murphy	April 5, 2011	\$2,500
Aileen Orchinik	Murphy	August 22, 2011	\$500
Evan Orchinik	Murphy	September 15, 2011	\$500

The above-listed members of Morgan Budman's family in Pennsylvania have made federal contributions to only one other candidate, in a similarly-clustered group of contributions, to Charlie

Crist in 2010. (At the time, Crist claimed to be a Republican. Crist is reportedly a friend of the Murphy family, and Patrick Murphy's father, Thomas J. Murphy, Jr., has supported Crist's various campaigns and Super PACs supporting Crist.⁵)

1	Contributor	Recipient	Date	Amount
•	Morgan Budman	Crist	March 18, 2010	\$4,800 ✓
•	Ibrahim Al-Rashid	Crist	March 18, 2010	\$4,800 ~
•	Ellen Budman.	Crist	May 7, 2010	\$4,800 ✓
•	Lila Benjamin	Crist	May 7, 2010	\$3,000 ✓
•	Aaron Orchinik	Crist	May 7, 2010	\$2,400
•	Steven Budman	Crist	June 21, 2010	\$2,400 ~
•	Steve Budman	Crist	September 13, 2010	\$2,400 ✓
•	Evan Orchinik	Crist	September 13, 2010	\$600

Ellen Budman and Lila Benjamin listed the same address for their May 7, 2010 contributions, and both claimed to be the Superintendent of Bristol Township Schools. When Ms. Benjamin contributed to Patrick Murphy in 2011, she listed a different address and reported that she was retired.

Finally, Millerlandy Badillo contributed \$1,200 to Charlie Crist on June 30, 2010, and \$300 to Patrick Murphy on March 8, 2011. On Crist's FEC report, Ms. Badillo lists a Miami address, but is identified as the "Owner" of Limestone Property Management. On Murphy's FEC report, Ms. Badillo again lists a Miami address, but is identified as the "Property Management of Limestone Property Management. As detailed below, Limestone Property Management is located in Austin, Texas. On an August 2012 police report regarding a burglary at Ibrahim Al-

⁵ See George Bennett, "Crist won't run for U.S. Senate in 2016, clearing way for Murphy," Palm Beach Post (March 16, 2015), http://www.palmbeachpost.com/news/news/news/state-regional-govt-politics/martin-sheriff-snyder-shuts-door-on-run-for-murphy/nkXyz/.

Rashid's home; Ms. Badillo is identified as Ibrahim Al-Rashid's "cleaning lady." See Exhibit A. In addition, on information and belief, Ms. Badillo has also cleaned for Patrick Murphy's parents.

B. Texas Donor Network

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A similar donor network existed in Texas at the same time, and included Gene Earley, Barbara Earley, Bruce Butler, and Bonnie Butler. These four individuals are linked to Ibrahim Al-Rashid and Ramzi Al-Rashid, who we believe to be the half-brother of Ibrahim Al-Rashid. Ramzi Al-Rashid is listed as the registered agent for Limestone Property Management Company, Inc., in Austin, Texas. Ibrahim Al-Rashid is a manager/member ("MGMR") of Salmira Virginia Properties, LLC, and the now inactive Limestone WCR, LLC, both of which share an address with Limestone Property Management Company, Inc., at 1114 Lost Creek Boulevard, Suite 120, Austin, Texas 78746.

Contributor	Recipient	Date	Amount
Gene Earley V	Crist	March 18, 2010	\$2,400
Bonnie Butler V.	Crist	March 18, 2010	\$2,400
Barbara Earley	Crist	May 7, 2010	\$1,500
Bonnie Butler	Crist	September 13, 2010	\$1,200
Bruce Butler	Murphy	March 8, 2011	\$400
Bonnie Butler	Murphy	March 8, 2011	\$400
Gene Earley	Murphy	March 8, 2011	\$500
Barbara Earley	Murphy	March 9, 2011	\$500
Gene Earley	Murphy	August 25, 2011	\$1,000
Gene Earley	Murphy	August 30, 2011	\$1,000
Barbara Earley	Murphy	November 14, 2011	\$750
Bonnie Butler	Murphy	November 14, 2011	\$500

According to FEC reports, Gene Earley works (or worked) in "Property Management" at "Limestone Management," and Bonnie Butler was the "Project Manager" and "Office Manager" at "Limestone Property Mgmt. Co., Inc." Different occupation and employer information is listed for each of Barbara Earley's three contributions. She is either a self-employed dentist, a dental hygienist/office manager who works for Dr. Mendez, or a dental hygienist with her own dental practice. Like the Pennsylvania donors listed above, these Texas-based contributors have no other federal donation history.

The clustering of contributions among these two groups and the absence of any other federal contribution history among the donors is highly suspicious. The only evident connection between these people is Ibrahim Al-Rashid. Taken together, there is a strong reason to suspect that both the Pennsylvania Donor Network and the Texas Donor Network are, in fact, networks of straw donors that either participated in an unlawful scheme to funnel Ibrahim Al-Rashid's contributions, or were used by Al-Rashid to funnel contributions without their knowledge. The inconsistent and changing employer and occupation information listed for some of these

Name: Ibrahim Al-Rashid

Occupation: Financial Consultant

Employer: N/A

Miami Beach, Florida

33139

Name: Salman Al-Rashid

Occupation: Executive Assistant

Employer: Limestone Properties Management, Co.

Name: Mohammad Al-Rashid

Occupation: Student Employer: N/A

Name: Gene Earley

Occupation: Personal Assistant

Employer: Limestone Properties Management, Co.

Name: Harvey Boshart Occupation: Stockbroker Employer: JP Morgan

Name: Morgan Budman

Occupation: Non Profit Fundraiser

Employer: March of Dimes

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Charlie Crist

April 5, 2010

Mrs. Morgan Budman

Coral Gables, FL 33134

Dear Morgan:

Thank you for your contribution to Charlie Crist for U.S. Senate. With your help, Governor Crist will be able to spread his positive message to even more Floridians.

As you may know, the strict requirements of federal campaign finance law limit individual contributions to \$2,400 per person per election. Your contribution to Charlie Crist for U.S. Senate, either alone or aggregated with previous contributions, exceeds this amount for the 2010 primary election. However, it is possible to redesignate up to \$2,400 to the 2010 general election. Therefore, we have redesignated your contribution as follows:

\$2,400 to the Primary Election from Morgan Budman \$2,400 to the General Election from Morgan Budman

If you prefer to have the excessive contribution amount refunded, please notify us. You may fax a request to 850-878-7000.

If you have any questions, please call our compliance office at 850-877-1099.

Once again, thank you for your generous financial support and your prompt attention to this matter.

Sincerely,

Frederick Carroll III, CPA

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Treasurer

Paid for by Charlie Crist for U.S. Senate

P.O. Box 1694 Tallahassee, FL 32302

Contributions to Charlie Crist for U.S. Senate are not deductible for Federal income tax purposes. Contributions by corporations, labor unions and foreign nationals are prohibited. Federal law requires us to use our best efforts to collect and report the name, mailing address, occupation and name of employer of individuals whose contributions exceed \$200 in an election cycle. www.CharlieCrist.com

Charlie Crist for U.S., Senate 2640-A Mitcham Drive Tallahassee, F.J. 32308

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Mrs. Morgan Budman

Coral Gables, PL 33134

Name: Ibrahim Al-Rashid

Occupation: Financial Consultant

Employer: N/A

Miami Beach, Florida

33139

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Name: Salman Al-Rashid

Occupation: Executive Assistant

Employer: Limestone Properties Management, Co.

Name: Mohammad Al-Rashid

Occupation: Student Employer: N/A

Name: Gene Earley

Occupation: Personal Assistant

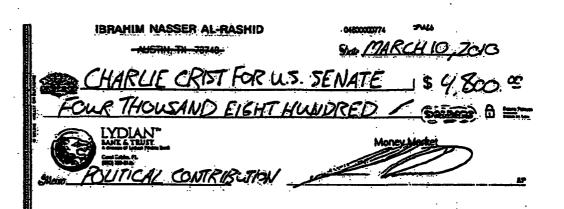
Employer: Limestone Properties Management, Co.

Name: Harvey Boshart Occupation: Stockbroker Employer: JP Morgan

Name: Morgan Budman

Occupation: Non Profit Fundraiser

Employer: March of Dimes



Charlie Crist

April 5, 2010

Mr. Ibrahim Nasser Al-Rashid

Miami Beach, FL 33139

Dear Ibrahim:

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Thank you for your contribution to Charlie Crist for U.S. Senate. With your help, Governor Crist will be able to spread his positive message to even more Floridians.

As you may know, the strict requirements of federal campaign finance law limit individual contributions to \$2,400 per person per election. Your contribution to Charlie Crist for U.S. Senate, either alone or aggregated with previous contributions, exceeds this amount for the 2010 primary election. However, it is possible to redesignate up to \$2,400 to the 2010 general election. Therefore, we have redesignated your contribution as follows:

\$2,400 to the Primary Election from Ibrahim Nasser Al-Rashid \$2,400 to the General Election from Ibrahim Nasser Al-Rashid

If you prefer to have the excessive contribution amount refunded, please notify us. You may fax a request to 850-878-7000.

If you have any questions, please call our compliance office at 850-877-1099.

Once again, thank you for your generous financial support and your prompt attention to this matter:

Sincerely,

Frederick Carroll III, CPA

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Mr. Ibrahlm Nasser Al-Rashid

Miami Beach, FL 33139

Name: Ibrahim Al-Rashid

Occupation: Financial Consultant

Employer: N/A

Miamí Beach, Florida

33139

Name: Salman Al-Rashid

Occupation: Executive Assistant

Employer: Limestone Properties Management, Co.

Name: Mohammad Al-Rashid

Occupation: Student Employer: N/A

Name: Gene Earley

Occupation: Personal Assistant

Employer: Limestone Properties Management, Co.

Name: Harvey Boshart Occupation: Stockbroker Employer: JP Morgan

Name: Morgan Budman

Occupation: Non Profit Fundraiser

Employer: March of Dimes

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Charlie Crist for US Senate

http://www.charliecrist.com/

Please Fax to: 850-907-1219 OR Please send the form to: 2640A Mitcham OR Talahassee, FL 32308

please print name

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Charlie Crist

CONTRIBUTION FORM

ALL INFORMATION MUST BE COMPLETED

Deta: 4/27/10	
Federal hav requires us to collect and report the recontributions exceed \$200 in a calendar year. Plea	name, mailing address, occupation and mains of employer for each individual whose eac provide the following.
Name of Contributor(s): Ellen C	na Fleven Budman
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	State: Pa Zip: 19053
Mailing Address:	
Cell Phone: Work	Phone: Email address:
Occupation(s):	(Please provide for each contributor listed)
Employer(s):	(Please provide for each contributor listed)
Total amount of contribution: \$4800	Please complete information below:
Contribution of \$2400 from (name)	Amt. for Primary X General
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Contributions to the Charle Crist for US Sensie of purpless. Contributions from corporations, fore	campaign are not deductible as charitable contributions for federal income tax lign nationals and labor unions are prohibited.
Charle Crist for US Senate, P.O. Box 1894, Talle	shessee, FL 32302 * Office: 850-807-1218 * Fax: 850-807-1218 * www.CharlieCrist.com

Paid for by Charlie Crist for US Senate.

ELLEN BUDMAN
STEVEN BUDMAN
SSE FOX HOLLOW DRIVE
LANGHORNE PA 18053

CITIDANK
CITEBARK NAL ER 6788
ESTEVEN BUDMAN

CONTRANT BUDMAN

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Charlie Crist

CONTRIBUTION FORM

ALL INFORMATION MUST BE COMPLETED

Date: 4,25,10	
Federal law regulars us to collect and report the name, malling address, occupations acceed \$200 in a calendar year. Please provide the fellowing.	on and name of employer for each individual whose
Name of Contributor(s): <u>Elleh Budman and</u> Billing Address: <u>438 FOX Italicia Dv.</u>	and Liva Benjamin
city: Langhamu state: PA :	rip: 19053
Malling Address:	
Cell Phone: Work Phone:	Email address:
Occupation(s): SCHOOL SUPERNIENDENT (Please)	
Employer(s): Brisial Trunship Schull Divisions	provide for each contributor listed)
Total amount of contribution: \$ 3000 Please complete informati	on: below:
Contribution of \$2400 from (name)	Amt. for Primary Y General
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Dontributions to the Charlie Crist for US Senate campaign are not deductible as a payment. Contributions from corporations, foreign nationals and labor unions a	haritable contributions for federal income tax re prohibited.
Chartie Crist for US Senate, P.O. Box 1694, Tallahassee, FL 32302 * Office: 850-90	7-1218 * Fax: 850-907-1219 * www.CharleCrist.com

Paid for by Charlie Crist for US Senate.

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Charlie Crist

CONTRIBUTION FORM

ALL INFORMATION MUST BE COMPLETED

Date: 4 , 20 , 2010
Federal law requires us to collect and report the name, mailing address, occupation and name of employer for each individual whose contributions accessed \$200 in a calendar year. Flease provide the following.
Name of Contributor(s): ACON Orchinik
Billing Address: 438 Fox Hollow Dr
on: Langhorne state: PA zp: 19053-2470
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Cell Phone: Email address:
Occupation(s): Commercial Insurance Broker (Please provide for each contributor listed)
Employer(s): BOWN + BOWN (Please provide for each contributor listed)
Total amount of contribution: \$2,400.00 Please complete information below:
Contribution of \$ 2,400 from (name) AGEON Orchinik (and for Primary) V General
Contribution of \$from (name) Amt. for Primary General(Individuals can contribute up to \$2,400 for the Primary Election and up to \$2,400 for the General Election for a total contribution limit of \$4,800 per individual in an election cycle)
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Security Code (3-4 Digit on back card):
Name(s) on credit card? (Cannot be in the name of a business)
Signature(s):
Date:
Configurations to the Charite Criet for US Senate campaign are not deductible as charitable contributions for federal facouse tax, propress. Contributions from corporations, foreign regionals and labor unions are prohibited. Charte Crist for US Senate, P.O. Box 1894, Telehassee, FL 32302 * Office: 850-807-1218 * Fac: 850-807-1219 * www.CharteCrist.com

Paid for by Charlie Crist for US Senate.

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Charlie Crist

CONTRIBUTION FORM

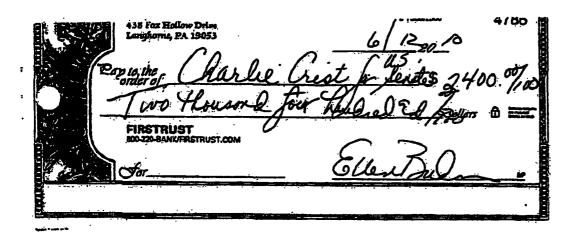
ALL INFORMATION MUST BE COMPLETED

Date: 4 / 1/15 / 10	
Federal law requires us to collect and report the name, making address contributions acceed \$200 in a calendar year. Please provide the following the collections acceed \$200 in a calendar year.	iss, occupation and name of employer for each individual whose owing.
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Billing Address: 9907 Spicesoci	Mesa
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Mailing Address;	
Cell Phone: Work Phone:	Email address:
Occupation(s): Dentist	_ (Please provide for each contributor listed)
Employer(s):	(Please provide for each contributor listed)
Total amount of contribution: \$ 500 Please comple	te information below:
Contribution of \$ 1500 from (name)	Arm. for Primary General
Contribution of \$from (name)(Individuals can contribute up to \$2,400 for the Primary Election tribution limit of \$4,800 per individual in an election cycle)	Amt. for Primary General tion and up to \$2,400 for the General Election for a total
corporate or business credit card or funds provided to me by another	ntribution) rer Mastercard Vise ny own personal funds with a personal credit card, and not with a personal
Card Number: Security Code (3-4 Digit on back card):	Exp. Date:/
Name(s) on credit card?	(Cannot be in the name of a business)
Signature(s): (Must have a signature for each contributor listed above)
Date:	
Contributions to the Charle Crist for US Senate compaign are not de particles. Contributions from corporations, foreign nationale and la	ibor unions are prohibited.

Paid for by Charlie Crist for US Senate.

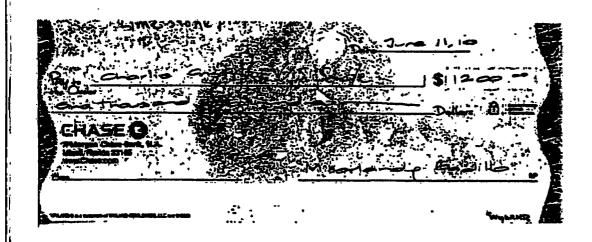
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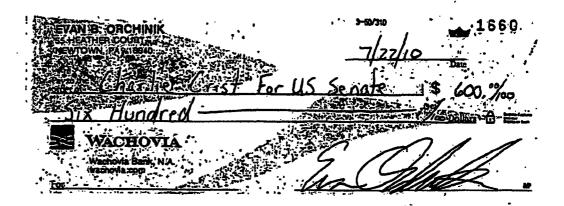
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 FOR COLLULISMON		

9) Name: Steven Budman

Occupation: Fire Safety Inspections (Owner)

Employer: Owner of Crocker Fire Drill, Philadelphia PA (Fmr. Police Detective Philadelphia, PA



7) Name: Evan Orchinik

Occupation: Owner FitLife Gym

Employer: FitLife Gym, Philadelphia PA

13) Name: Bonnie Butier

Occupation: Property Manager

Employer: Limestone Property Management, Austin TX